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AN ACTION PROGRAM FOR CHINATOWN



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Program Proposals for Chinatown

Existing Problems and Trends

Prepared by the Department of City Planning with the cooperation of the San Francisco Unified School District, the San Francisco Department of Public Health, the San Francisco Housing Authority, the San Francisco Department of Social Services, and the regional office of the U.S. Immigration and Naturalization Service.

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Prepared by the Department of City Planning with the cooperation of the San Francisco Unified School District, the San Francisco Department of Public Health, the San Francisco Housing Authority, the San Francisco Department of Social Services, and the regional office of the U.S. Immigration and Naturalization Service.

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AN ACTION PROGRAM FOR CHINATOWN

Chinatown is a contradiction. Firmly established in tradition - particularly in the outsider's image of that tradition - Chinatown is one of the most rapidly changing areas in the City. Its crowded dwellings, its crowded industrial quarters and its low incomes rank Chinatown as a community with major social and physical problems. Yet it is a vivid embodiment of a rich culture and a dramatic meeting place of contrasting traditions. Without it, the City would hardly be San Francisco. However, San Francisco cannot afford to let Chinatown's growing problems remain unsolved.

Substandard housing conditions, low incomes, language and cultural barriers to assimilation, and health problems have long existed in Chinatown. Until recently, City policy toward Chinatown was largely confined to limited actions dealing with largely physical problems. Social change in the last decade and trends in land development and immigration have placed increasing pressure on Chinatown. As a result, Chinatown can no longer "take care of its own." More government assistance is needed.

Chinatown is flanked by the downtown shopping district, the financial district, the entertainment section and the wealthy hillside residential areas. Relative to these areas, Chinatown is a "soft" area, vulnerable to increased demand for more intensive office and commercial uses. Market values of land have soared, and investment trends indicate that significantly less land in Chinatown will be devoted to uses that directly serve the

Chinatown community.

Change in Chinatown is not limited to development pressures. The community has become more aware of the discrepancy between conditions inside Chinatown and those in the City at large. Young people want immediate improvements. They are not willing to take low-paying jobs that offer little potential for advancement. They recognize that opportunities to start new businesses on a shoestring - like older generations did - are rapidly diminishing in Chinatown. They want improved education and job opportunities now.

In a social structure once dominated by the elders of the Chinatown community, the youth movement is perhaps the most obvious social change. However, the young people's demands for change have been shared by other groups in the community. Some families have expressed their discontent with the situation by moving out of the core area: Chinese settlement has expanded to other areas adjacent to Chinatown and there is a growing Chinese community in the Outer Richmond district of San Francisco. For many, however, the opportunities to move away are limited by low incomes and language barriers. And as this group in the Chinatown population grows, the problems become more impacted.

Chinatown's problems are further compounded by increased immigration. Approximately 8,200 Chinese immigrants have come to San Francisco from July 1, 1959 through June 30, 1968; the current estimate is 9,300 to 9,500. While this increase is significant, it does not include the children born to



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these immigrants during the last nine years - a figure which adds to the impact of new immigrants.

San Francisco had fifteen percent of the Chinese population of the United States in 1960 and thirty-eight percent of the Chinese population in California. Chinatown is the largest Chinese community in the United States, a factor which accounts for San Francisco's attractiveness to new immigrants. It is expected that this sizable Chinese community will continue to attract new Chinese immigrants at a rate of approximately 1,100 a year in the future.

Employment opportunities for immigrants are severely limited because of the language barrier. No example illustrates the problem more clearly than the case of a family in Chinatown who immigrated here from Hong Kong. The father was a successful physician in Hong Kong. Today he works at the lowest paying clerk position for the Department of Public Health. Limited English prevents him from taking the medical exams, and he is unable to attend school full time and also support his family. His wife works at a low-paying job in Chinatown. Their two oldest children are high school dropouts and are unemployed. English was hard for them to master as teenagers, and the problem was compounded when they were placed directly into classes with native born children. The three younger children have done well in school, since they learned English in the primary grades.

There are no figures on how many families in Chinatown have problems similar to this family, but with increasing immigration, the number is significant, and many native-born families have similar problems. Schools

are not able to meet the need: certified teachers fluent in Cantonese and English are few, and classroom space is at a premium. There is no large scale adult bilingual program for the Chinese community, and the current job training programs cannot possibly meet the need. Housing is a severe problem. Residential density in Chinatown is ten times what it is in the City as a whole. The waiting list for public housing in Chinatown is longer than for any other housing projects in the City. The high incidence of tuberculosis and other health problems reflect the high density and substandard condition of most of the housing. There is a need for recreation space, for schools, for housing, for new commercial development, for transportation and parking, and for a variety of other improvements. Although community opinion is divided on some counts and conflicting leadership- especially between established businessmen and younger generations - further complicates the problem, the whole community recognizes that the problems of immigrants, the youth and aged are intensifying.

The City faces a dilemma. At the present time, it does not have the resources necessary to provide the needed programs at the scale required. A new federal-city government partnership is needed in Chinatown. The rapid intensification of problems in Chinatown is due largely to lack of progress in education, jobs and housing. Existing problems have been compounded by immigration, and Chinatown has become an impacted area. There are, however, opportunities for immediate relief and for long term improvement, These opportunities are outlined in this Action Program for Chinatown.

II IMMEDIATE PROGRAM PROPOSALS FOR CHINATOWN

The program for immediate action focuses on education, health, and housing where the broadest, immediate impact is expected. The recommended programs for bilingual education, comprehensive health care and public housing have been developed by the School District, the Department of Public Health, and the San Francisco Housing Authority. These agencies have done initial planning which would enable programs to be initiated within a few months of funding .

Immediate programs in education, housing, health and social services are aimed at the critical problem groups in Chinatown--the aged, youth and immigrants. None of the programs is a stop-gap measure. All will have long-term benefits. Yet even if these programs are put into effect, there will be an urgent need to deal on a larger scale with problems such as employment, more housing, recreation and immigration. Solutions to these and other problems can only be achieved over a long range period and only after making a comprehensive study of Chinatown to determine its needs and methods to meet the needs.

Growing problems compounded by increased immigration have indicated the urgency of a new federal-city partnership in Chinatown. For its part, in addition to its ongoing programs in Chinatown, the City is constructing the District Health Center #4 and is constructing 92 more public housing units for the elderly in Chinatown. A dental health care program is being initiated in the schools serving Chinatown. And funds are available for a mini-park in the Chinatown core.

3. Community Mental Health Program	\$800,000	construction costs
4. Chinese Hospital	6,000,000	construction costs
5. Low rent Public Housing	14,400,000	construction costs
Public Leasing Program	606,480	annual operating costs
6. Bilingual Social Service Field Staff	36,000	annual operating costs
7. Comprehensive Planning Study of Chinatown	250,000	total study cost

EDUCATION

1. Comprehensive Education Program - San Francisco Unified School District,

Goal - To provide a comprehensive education program serving the Chinatown area which will assist students to function within the dominant culture of American life. The main focus of the program will be teaching English as a usable language and teaching subject matter to language-handicapped Chinese children and adults. Although immigrants are one major target group, the program is expected to have a wide impact on the entire community.

Kindergarten through grade twelve - \$3.2 million for the first year.

Approximately 3,000 students, Kindergarten through grade twelve, are located within the Chinatown area. At the present level of expenditure (1963) the District cost for educating the elementary school child is \$653 per unit of ADA. It is suggested that a \$400 increase per child be allocated from Federal sources to supplement the existing expenditure per ADA of the San Francisco Unified School District. \$3.2 million (\$400 x 3,000 students, K-12) would enable the San Francisco Unified School District to add the following educational components necessary for the effective education and acculturation of the children in the Chinatown area:

- 1) Establish a school reception center for new immigrants which would assess student needs, carry on experimental pilot classes in bilingual education (both in Cantonese and Teaching English as a Second Language- TESL), develop a special materials center for the development of curriculum materials in Cantonese specifically directed to the educational needs of the children of the area.

The reception center would serve the entire family by screening the family's needs for educational, vocational, health and welfare services. Welfare workers located in the center would refer families to services offered by other agencies.

The reception center could be located in part of an existing school, in rented space or in a new facility. The District has already explored the possibility of locating the center in an existing school and has found it workable.

- 2) Develop a broad bilingual language program both in Cantonese and TESL by the use of television, equipping each school in the area for TV reception and utilizing the TV transmission facilities now being constructed by the Archdiocese of San Francisco.

(The engineering capabilities of this system have already been explored by the School District and the instructional television system developed for this area would be planned jointly with the Archdoicese whose school population represents 47,000 students within the City.)

The bilingual instructional TV program could be used in other schools in San Francisco with large Chinese enrollments: it also could be used in other cities with large Chinese populations, such as New York and Los Angeles.

- 3) Hire and train paraprofessionals. (The Unified School District would be able to hire and train a number of paraprofessionals who would serve as teacher assistants and teacher aides within the schools of the area. There is a number of highly trained people in the Chinatown area working at menial jobs because they suffer from a language barrier. It is proposed to train four paraprofessionals in the bilingual category to serve at each of the ten schools in the area; a total of forty paraprofessionals.)
- 4) Select and assign bilingual counselors. (Counselling services will be expanded at all levels - elementary, junior high, and senior high school.

Social case work will be expanded to bridge the gap that exists between the home and the school.)

- 5) Provide field trips and cultural activities in order to accelerate the acculturation process of the students. (San Francisco is a city with many cultural resources which will be utilized in the education and acculturation process.)
- 6) Provide in-service training for teachers. (A programatic thrust in teacher development for the area schools will be instituted with particular emphasis on bilingual and bi-cultural education. This in-service training will be planned cooperatively with such institutions of higher learning in the area as San Francisco State College, University of San Francisco, University of California, and Stanford University.
- 7) Provide a food service program. (It is suggested that a food service program in the Chinatown schools be immediately instituted in order to increase the protein intake of the child. There is strong evidence that many of the children in the schools located in and around Chinatown suffer from nutritional deprivation primarily because of low family income.)

- 8) Provide for the development of a community organization component which would strengthen the existing community organization in the area and would provide new avenues of communication between the community and the school. (It is suggested that this thrust in parental involvement will be a two-way communication process which would do much to strengthen quality education as well as increase social accommodation within the area.)

Adult Educational Component - \$200,000 per year.

It is proposed that under separate funding from the Federal government 100 additional classes in adult education will be established on a day and evening basis. These 100 classes would consist of modules of 20 students each and would be placed strategically throughout the entire area in schools, churches, and any other available space which could be used as a classroom. The classes would meet on a four-hour-a-week basis and would be both need-meeting and goal-fulfilling for adults since the curriculum would be based on a bilingual and bi-cultural approach.

Vocational Education Component - \$150,000 for first year.

It is suggested that additional funds be sought for special vocational courses for the Chinese at the John O'Connell Vocational High School. Because of the cost of specialized vocational training, which amounts to approximately \$1,000 per unit of ADA, it is suggested that \$150,000 be allocated for the vocational training of 150 selected students from the Chinatown area.

Total Funds Requested

K through 12

3,000 students @ \$400 a child.....\$3,200,000

ADULT EDUCATION

2,000 adults @ 4 hours per week..... 200,000

VOCATIONAL EDUCATION

150 students @ \$1,000..... 150,000

\$3,550,000

Target Starting Date - within 3 to 6 months of funding.

HEALTH

1. Health Care Pilot Program - San Francisco Department of Public Health

Goal - To provide a comprehensive health services program for the Chinatown community which will offer curative, preventive, and health education programs within an organizational structure emphasizing high-quality, personalized, continuous family-centered care. The program will operate out of District Health Center No.4 now under construction.

- 1) Health Teams: The Health Team will consist of a practitioner of general medicine, a public health nurse, a social worker and six community health aides. The Health Team's prime responsibility is to coordinate the full scope of services into a meaningful whole and to achieve continuity of services in an attempt to provide consumer-oriented medical care.
- 2) Each patient or family will have the free choice of a family physician. Since the physician will be the head of the Health Team, the patient, in his choice of the physician, also chooses the Health Team to which he belongs.
- 3) The community health aide is the integral part of the Health Team that will help to eliminate fragmentation of care. The CHA will develop a relationship of trust with the client, will accompany the client to the Health Center, will smooth out the process of intake and examination, and will assure adequate medical care by providing follow-up on the medical recommendations.

- 4) Involvement of the existing physicians who are practicing in the Chinatown area: The program offers a continuation of clinic care at the District Health Center and care by private physicians at their offices. Patients having Title 18 (Medicare) or Title 19 (Med:Cal) benefits will be seen by a private physician. Department of Public Health Physicians will treat indigent patients. Involvement of private physicians not only alleviates the load on clinic physicians, it makes maximum use of Chinese-speaking physicians familiar with the Chinese culture and respected in the Chinese community.
- 5) A broad scope of ambulatory medical and dental services will be offered at the District Health Center, augmented by private physician offices: Bilingual staff will be in service at every stage, from screening and intake through care and follow-up.

COST - \$2,000,000 is needed for this project and could be sought from OEO or HEW. This figure is needed for the first year, half for professional salaries and half for training of health aides and providing other services. The projected patient load is 100,000 visits per year.

TARGET STARTING DATE - April 1970, when District Health Center No. 4 is completed.

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2. Community Mental Health Program - San Francisco Department of Public Health

Goal - To provide the Chinatown community with out-patient mental health services administered by a bilingual staff.

The mental health program is a component of the plan for comprehensive health services to be provided by the Department of Public Health.

Two floors designated for mental health care were eliminated for structural reasons from the District Health Center now under construction on air rights. The Department of Public Health will be offering mental health services at the Ping Yuen housing project in April 1970, but it would be better to locate these services closer to the District Health Center and to expand the space devoted to mental health services. It is proposed to locate a new facility on air rights adjacent to District Health Center No. 4.

Estimated Construction Cost: \$200,000 on air rights.

Target Starting Date - operating funds and staff will be available April 1970

3. Chinese Hospital - Chinese Hospital, Incorporated.

Goal - To rebuild the Chinese Hospital to expand its capacity. A total of 240 beds would be provided -- 150 acute medical surgical, 30 mental health, and 60 chronic and extended care.

Staff would be fluent in Cantonese. Location would facilitate family visits.

Funding - Cost is estimated at \$9,000,000. One-third has been financed from local contributions from private sponsors of the hospital. Land has been acquired to expand the existing site on Jackson Street between Stockton and Grant. The Department of Public Health thinks HUD should be approached for the remaining two-thirds in Hill-Harris funds. (The normal formula is one-third local, one-third State, one-third Federal).

Target Starting Date- No estimate of date of completion is available, although planning is up to the working drawings.

HOUSING

1. Low-Rent Public Housing - San Francisco Housing Authority

Goal - To meet the immediate need in Chinatown for low-rent housing for families and for the elderly.

The San Francisco Housing Authority has a current waiting list of 391 elderly Chinese and 570 Chinese families for the existing 428 permanent public housing units in the Chinatown area. In order to meet this immediate need for more public housing, the Authority is proposing a new approach to provide additional units and reduce costs by combining housing with commercial enterprises. Funds derived through the leasing of commercial space would be devoted to paying off the construction costs of the project. Several Chinese businessmen have indicated interest in this approach and are working with the Housing Authority in selecting suitable sites for building.

Estimated Costs -

A)	Public Housing for the Elderly	
	400 Units @ \$20,000 per unit	\$8,400,000*
B)	Low-Rent Public Housing	
	200 units @ \$30,000 per unit	6,000,000*
C)	Section 23 Leased Housing	
	361 units @ \$140 per month	606,480
	Total Construction Costs	\$14,400,000*
	Annual Leasing Costs	606,480

*Because planning is in the early stages, there are no estimates available at this time indicating the extent to which the leased commercial space will contribute to lowering the cost per unit.

SOCIAL SERVICES

1. Bilingual Field Staff for Chinatown -San Francisco Department of Social Services.

Goal - To coordinate social services with other service programs in Chinatown by providing bilingual social workers for District Health Center #4 and for the School Reception Center.

The bilingual social workers would assist the staff of the two centers in screening the clients' welfare needs, informing clients of welfare assistance available and referring clients to the social service intake center.

Bilingual social workers are essential to the success of the multi-service goal of these two centers. Stationing staff in these two centers would improve delivery of social services to the Chinatown community.

Estimated Cost - \$86,000 operating expenses per year (eight workers).

Most bilingual personnel qualify for higher paid positions where there is little close contact with clients in the field.

An average salary of \$10,950 per year would enable the Department of Social Services to place bilingual personnel in the field.

Target Starting Date -

- 1) School Reception Center: within three months of funding.
- 2) District Health Center #4: April 1970

PEANNING

1. Comprehensive Planning Study of Chinatown - San Francisco Department of City Planning.

Goal - To establish, with community groups, a set of long-range goals and objectives to guide the future development of Chinatown; to provide essential information to evaluate policy issues and to assess needs for additional programs and actions; to furnish a basis for assigning a schedule of priorities for the long-range improvement of the area to generate coordination on the part of citizen's groups, public agencies and private organizations to unify actions affecting the Chinatown community.

PLANNING PROJECT DESCRIPTION

1. The Need for a Comprehensive Plan for Chinatown.

During the past year the Department of City Planning undertook a "Chinatown Reconnaissance Study" to determine the nature and costs of preparing a comprehensive plan for Chinatown, to indicate the means by which such a plan would be carried out, and to elicit community opinion concerning the need and desirability of developing a plan. In a series of meetings held in the community, the "Reconnaissance Study" was reviewed and discussed by residents and various courses of action for Chinatown's improvement were considered. As a result of these meetings, the community underscored its desire not only for immediate programs and actions as have been proposed in this Action Program, but also for a comprehensive plan which would deal with the long-range social, economic and physical problems in Chinatown.

Upon the completion of the "Reconnaissance Study", the San Francisco City Planning Commission, acting on the recommendations of the community and the staff, unanimously passed a resolution endorsing the proposal for a Chinatown plan and requesting that funds be sought for this purpose.

2. The Scope of the Proposed Chinatown Comprehensive Plan.

The Department of City Planning has recommended that the proposed plan for Chinatown be as comprehensive as possible, to include matters of social as well as physical significance to the community.

Policies, priorities and programs would be formulated for residence, recreation, education, commerce, industry, public safety and health transportation, and urban design. For example, in the area of residence the plan would address itself to issues such as: Should housing be given a priority over other possible developments in the Chinatown area? If additional housing is constructed, for whom should it be built and where should it be located? In commerce, some of the questions the plan would consider are: What is the long-range prospect of Chinatown's commercial trade? What market can it be expected to serve in the future? What market should it serve? Policy issues in each area concern would be further identified and evaluated in the process of establishing with community groups a set of long-range goals and objectives for the future development of Chinatown.

In some areas, extensive surveys would be carried out to provide information which is currently out of date or nonexistent. The study would seek to determine, for example, exactly how many immigrants are living in Chinatown and in what kinds of conditions. A major input of the study would be a comprehensive field survey which would include questions concerning the characteristics of residents, the conditions of housing units, residents' attitudes toward the community itself and options regarding the adequacy of public and private services and facilities. Carrying out the survey will require specialized skills including the services of a Chinese-English bilingual team.

In addition to the field survey, a number of other special studies and analysis would be undertaken as a part of the planning process. These studies would include an analysis of community services; a study of the key factors affecting private development and investment in Chinatown; a survey of transportation, circulation and parking problems; and analysis of commercial and industrial activity, employment characteristics, floor space requirements, etc., and a special analysis which would deal with the feasibility of carrying out alternative programs of action.

3. Resources Required for Preparation of the Chinatown

Comprehensive Plan.

A) Duration of the Study

Phase I	Establishment of Community Objectives	4 months
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Phase II	Surveys and Analysis	10 months
Phase III	Synthesis of Information and Development of Policy Papers	5 months
Phase IV	Preparation of Preliminary Report and Review with Community	2 months
Phase V	Preparation of Final Report and Recommendations	3 months
Total		<hr/> 24 months

B) Funding and Staff Requirements

The estimated cost of the two-year project to prepare a Chinatown plan is \$250,000. These costs are based on costs of using a consultant team with the background needed to deal with the complex problems of the area and with the capacity to fill the special requirements for Chinese and English speaking ability. In addition, the Department of City Planning would provide staff assistance to coordinate the planning activities of the consultants and act as liaison man with the community, the Department and other government agencies.

Target Starting Date - within three months of funding.

ANALYSIS OF EXISTING PROBLEMS AND TRENDS

III. ANALYSIS OF EXISTING PROBLEMS AND TRENDS

A. General Characteristics

1. Boundaries

For purposes of analysis boundaries for the Chinatown community may be fixed using census tract data from 1960. The boundaries are defined according to the proportion of Chinese residents in each of 13 census tracts in the northeast quadrant of San Francisco.

Following this procedure, three areas have been identified as boundaries of Chinatown and classified according to the proportion of resident Chinese. In order of decreasing proportion of Chinese residents, these three areas are termed the "core" area, the "residential" area, and the "expanded" Chinatown. The "core" Chinatown area consists of census tracts (A-13, 14, and 15) in which the 1960 population was more than 90 percent Chinese.

The "core" area is the traditional social and economic focus of the Chinatown community. The larger "residential" Chinatown area consists of Census Tracts (A-5,6,7,9,13,14,15,and 16) in which the population was 50 percent or more Chinese. The "core" and "residential" areas taken as a unit house a population that is 69 percent Chinese. Finally, the "expanded" Chinatown area consists of Census Tracts (A-3 through A-11, and A-13 through A-16) in which the population was at least 20 percent or more Chinese in 1960.

The Chinese population under this inclusive definition of the community is 50 percent of the total population in these tracts, bounded by Bush, California and Sacramento Streets on the south, the Embarcadero and Sansome Street on the east, Chestnut Street, Columbus Avenue and Filbert Street on the north, and VanNess Avenue on the west. The "expanded" Chinatown area includes a number of tracts in which there was a substantial increase in the number of Chinese households between 1950 and 1960, indicating a movement of households to these tracts.

It is acknowledged that some degree of arbitrariness is involved in the boundaries assigned. Any attempt to fix spatial limits on a community will invoke a measure of arbitrariness. By reviewing the community as a "core," a "residential" area and an "expanded" Chinatown such arbitrariness should be minimized. This approach also facilitates useful comparisons as to the relative severity of physical and social problems within the community. A map identifying each area and summary demographic tables are presented at the conclusion of this section of the report.

2. Population: Social and Economic Characteristics

Total 1960 resident population for the three areas are: core -- 9,329, residential --31,239, expanded--55,091. The indices of social problems--employment, low income, poor education--decrease with percentage Chinese residents as one progresses from the core area to the more inclusive residential and expanded areas. However, the core is the focus of concern and provides the clearest illustrations of Chinatown problems.

Median income in 1960 for the core area was \$4,484, about \$2,200 below the city's median. The core area is one of the city's lowest in educational attainment, with a median school years completed of less than two years. The comparable city figure is 12 years. Unemployment among the males in the Chinatown core totalled 12.89% in 1960, twice the comparable city figure. Non-quantifiable factors -- language and cultural barriers -- impede assimilation and advancement, reinforcing the persistence of these conditions.

3. Physical Characteristics

Land is used intensively in Chinatown, especially in the core. Of the 40.5 net acres comprising the core, only one percent is vacant, and less than five percent is devoted to public open space. By contrast, nearly half is in commercial use, and roughly one-fourth is residence. Residence above commercial uses are common, and population density per net acres is roughly seven times the city norm. The general condition of buildings in the core is far below that prevailing in the city as a whole; the proportion of substandard housing units in the core is over three times as high as the city figure. As is the case with social and economic characteristics, these conditions generally improve away from the core area.

4. Updating the Picture

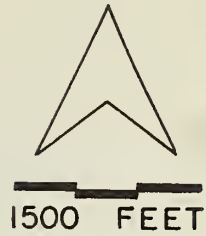
The preceding information depicts conditions in Chinatown as derived from 1960 census data and subsequent investigations prior to 1964. The fragmentary nature of available recent data precludes precise quantification of present conditions in Chinatown. However, it is possible to infer from recent trends some exacerbation of Chinatown's pressing problems.

- a. Immigration: In the period since 1960, San Francisco has experienced a substantial increase in Chinese immigration. The rate of immigrant new arrivals has roughly tripled, from approximately 400 per year in the early 1960's to roughly 1,200 in the past two fiscal years. The total of immigrant new arrivals over this period is about 6,000. (See Table 6)

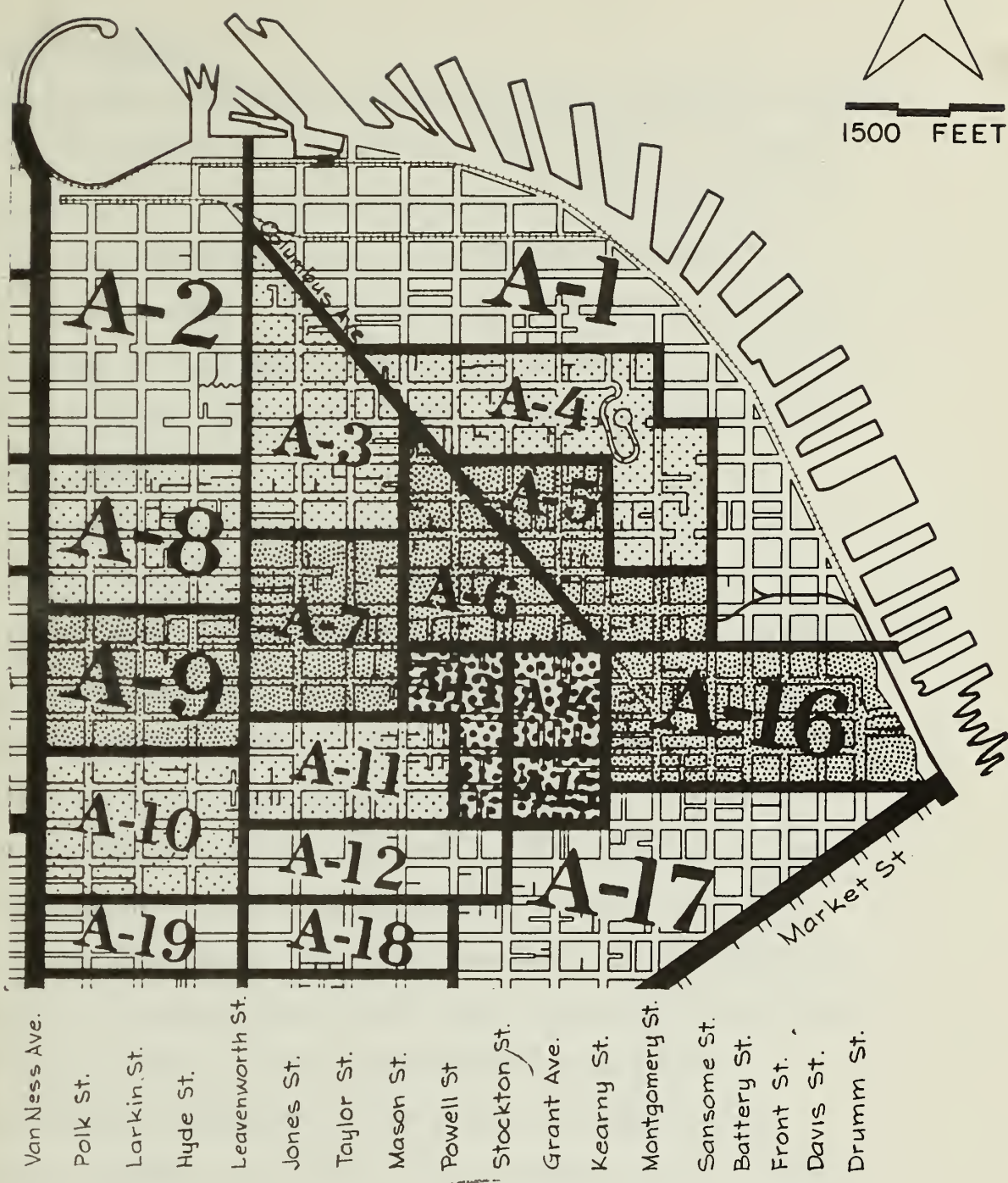
An additional 2,200 refugees from Hong Kong were paroled into San Francisco over the period of 1963-1966 pursuant to an executive order of President John F. Kennedy. The total influx to San Francisco of alien Chinese over the fiscal years 1960-1968 numbers approximately 8,200. This influx has further taxed the capacity of the Chinatown community to meet its needs.

- b. Development Pressures: The proximity of the Chinatown core to downtown business uses has made it a target for office and commercial expansion. The same is true to a lesser extent for middle to upper income apartment construction. These uses do not directly serve the

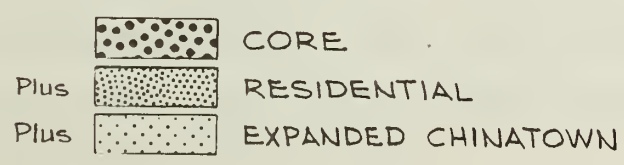
Chinatown community, and their past and threatened future encroachment into the area serves to lessen land, employment, and housing resources necessary to support the Chinatown community.



Beach St.
North Point St.
Bay St.
Francisco St.
Chestnut St.
Lombard St.
Greenwich St.
Filbert St.
Union St.
Green St.
Vallejo St.
Broadway
Pacific Ave.
Jackson St.
Washington St.
Clay St.
Sacramento St.
California St.
Pine St.
Bush St.
Sutter St.
Post St



CHINATOWN BOUNDARIES



B. Housing in Chinatown

San Francisco's Chinatown is the most densely populated community in the city and among the highest in the country. In Chinatown's central core, the density based on the 1960 population is 885 persons per residential acre, which is ten times greater than the city's average. Given the area's limited size and lack of vacant land for residential expansion, the extremely high concentration of people in Chinatown makes finding suitable housing a serious problem.

Two-thirds of the housing units in the three central census tracts in the Chinatown area were substandard according to the U.S. Census. Most of the units in need of attention are single rooms and small apartments located above commercial operations or in hotel-like rooming houses. One-half of the units in the Chinatown core consist of single rooms and 60 percent of the units in the core have shared bathroom and cooking facilities. The shortage of housing has forced some households to double up. Overcrowding was almost three times more prevalent in Chinatown than in the rest of San Francisco at the time of the Census, and recent immigration is likely to have intensified this problem.

While housing conditions in Chinatown are clearly below acceptable standards, it is one of the few areas in San Francisco where low-income Chinese immigrants can afford to live. Recent studies have shown that the cost of living for low-income households in San Francisco is among the highest in the nation. However, in the Chinatown core area, more than 50 percent of the units rented for less than \$39 a month in 1960, less than the minimum rent required for public housing.

All available information indicates there is no question of the need for additional low-income housing in the Chinatown area. There are presently 428 permanent public housing units in the community. Housing Authority officials state that the demand for these units is so great that a family may have to wait five to ten years for a vacancy, depending on the size of the unit. Moreover, because of the language barrier and the cultural and social ties of Chinese residents to the community, applicants for public housing from Chinatown will not accept housing in other projects in San Francisco.

San Francisco at the present time does not have the resources necessary to provide additional housing in Chinatown and to improve housing conditions on the scale needed. Actions to provide housing and improve conditions can only be carried out on a limited basis because of a city-wide shortage of vacant land and housing for low-income families. Under present conditions even a strict code enforcement program would result in a displacement of households which would be beyond the capacity of the city to provide for. A comprehensive study of housing problems and possible new approaches and solutions to the problems are needed.

C. Recreation

Chinatown is severely deficient in recreational facilities according to any standard. In this aspect, it shares the plight of the entire northeast quadrant of the city. Of the 429 net acres in the "expanded" Chinatown (the most inclusive definition

of the community) less than 15 acres, or about four percent, is devoted to public recreational spaces. Of this sum, about half is located in the North Beach area north of Columbus Avenue, peripheral to the Chinese community.

The recreational problem is compounded by the predominantly tourist character of the core area. Commercial recreational facilities in the area are geared to the adult tourist. The situation is especially acute for the young and the aged -- those most dependent for recreation on the social and cultural activities traditionally centered in the Chinatown core.

Furthermore, distance, language and culture are barriers to the use of recreational facilities located outside the community. The nearest sizable facility, Funston Playground, is roughly $1\frac{1}{4}$ miles from the core. Most of the recreational spaces within the community are less than an acre in area.

Private voluntary associations and church groups within the community do provide space and some organized programs for recreation. By and large, however, these groups do not serve a growing and increasingly restive segment of Chinatown's youth -- school drop-outs, unemployed and lacking the skills and language facility to "fit in" to the larger Chinese community and the outside social environment.

The obstacles to the provision of additional recreational space within the community are formidable. High land values preclude city acquisition of what little vacant land exists in the area. Finding indoor space is difficult due to commercial pressures for more profitable uses.

D. Education

Communication is the most essential element in the educational process. Without communication, the transmission of the most basic skills cannot be accomplished. Without these basic skills, the individual is unable to participate fully and effectively in the larger society.

A substantial number of Chinese youth lack facility in English, and many more speak little or no English at all. These youths are predominantly from newly arrived families or from homes where only Chinese is spoken -- an environment in which there is little opportunity to develop English skills at home.

Some of the immigrant youths never enter the school system. Those who do are placed in classes with English-speaking students with whom they are often unable to compete. Though they receive supplementary English training, many remain handicapped in the regular school system. This is especially true of the older high-school students.

Some of the students whose language difficulties prevent them from keeping up with the subject matter in regular classes are assigned to an Americanization-literacy-vocational training school, located outside the community, which serves the entire city. The remoteness of the facility and the frequency of cultural clashes with other minority-group students hinders the attainment of language facility and precipitates many drop-outs. Also, many Chinese students assigned to this facility drop out without entering. Once out of school, job opportunity is extremely limited, and these youths are becoming delinquent in increasing numbers as they see opportunities to advancement vanishing.

Chinatown's students attend nine schools (six elementary, two junior high and one high school) located in or near the community, most of which have a predominantly Chinese enrollment (see table). These facilities are overcrowded, with class-size exceeding State-prescribed limits in many instances. This situation further hinders the education of those students lacking English facility.

Clearly, additional school facilities are required to meet the needs of the Chinatown community. As is the case with other needed public facilities, however, the scarcity of vacant land and high land values present obstacles to the provision of additional facilities within the community.

Evidence of the persistence of Chinese culture and the value placed on it by the community is provided by the existence of private Chinese-language and culture schools serving native-born Chinese children after regular school hours. There are indications of community support for such programs in the public schools serving Chinatown.

The adult educational needs of Chinatown residents relate primarily to lack of English skills as a barrier to obtaining a decent job. This barrier applies no less to those well-educated in foreign schools and universities, since their diplomas and professional certificates are often not recognized by professional licensing agencies here.

RACIAL ESTIMATES OF PUPILS ATTENDING
SAN FRANCISCO PUBLIC SCHOOLS SERVING THE CHINATOWN AREA
SEPTEMBER, 1968

	<u>Total</u>	<u>% Chinese</u>	<u># Chinese</u>
<u>High School</u>			
Galileo	2,747	56.5	1,553
<u>Junior High Schools</u>			
Francisco	1,081	72.0	778
Marina	1,734	63.3	1,097
<u>Elementary</u>			
Commodore Stockton (K-6)	1,100	96.8	1,065
Garfield (K-6)	498	83.9	418
Hancock (H3 - H6)	403	46.4	187
Jean Parker (K-6)	613	94.1	577
Redding (K-6)	430	36.0	155
S. B. Cooper (K-H3)	376	53.2	200
Spring Valley (K-6)	665	92.0	612
Washington Irving (K-6)	<u>329</u>	<u>71.1</u>	<u>234</u>
Chinatown Total (Sr., Jr., Elem.)	9,976	68.9	6,876
Citywide Total (Sr., Jr., Elem.)	92,653	13.6	12,603

Source: "Selected Data for Study in the Challenge to Effect a Better Racial Balance in the San Francisco Public Schools", SFUSD, 1968-1969.

E. Commerce and Industry

The Chinatown core is the major commercial center for the city's Chinese residents. Its numerous restaurants, bars and shops are a major tourist attraction. The core also contains many retail establishments serving a predominantly Chinese clientele. Commercial uses alone occupy nearly one-half the net acreage of the Chinatown core.

Employment of Chinatown residents is highly concentrated within the community. Over half the core residents walk to work; some 30% of the "expanded Chinatown" residents walk to work. The comparable city-wide figure is 11%.

Of the jobs held by Chinatown core residents, two categories stand out. Nearly 25% are employed in eating and drinking establishments, and roughly 12% in textile and apparel manufacture. Both these are five times as great as the city figure, reflecting the concentration in Chinatown of tourist-related restaurants and garment shops. Both are, in addition, low-wage employment.

As the above figures suggest, median income is low in Chinatown -- about \$4,500 per year in the core. It rises to about \$6,000 per year in the expanded Chinatown area, but this figure is swollen by middle to upper income non-Chinese residents of Nob Hill, Telegraph Hill and parts of Russian Hill.

Male unemployment is high in Chinatown -- twice the city norm in 1960 for the core area, and substantially over the city figure of 6.7% in the remainder of the community. The

core also contains a high proportion of working women -- 60% are in the labor force. Underemployment of skilled Chinese-speaking immigrants is becoming an increasingly pressing problem. Clearly, the localized Chinatown economy cannot provide enough jobs at enough pay to support the needs of Chinatown residents.

Without reliable recent data, up-dating the Chinatown economic picture is extremely difficult. Establishments that bring in revenue from outside the community, restaurants, for example, appear to be thriving with increases in tourism related to general economic prosperity. However, the extent to which the general prosperity has been distributed through the Chinatown labor force is not known. The sizable influx of immigrants between 1960 and 1968 is likely to have had a substantial impact on the Chinatown labor market. Furthermore, labor unions have been slow to establish in Chinatown. As a consequence, State-prescribed minimum wages establish the starting wage ceiling in many jobs, notably in garment shops and restaurants. Unfortunately, it is impossible at the present time to give quantitative dimensions to these areas of concern.

The encroachment of downtown office uses presents a further problem for the Chinatown economy. For most of the past 3 years San Francisco has led the Bay Area in office construction, much of which is reflected in the expansion of the city's financial district westward to the border of the Chinatown core. Chinatown's central location makes it an attractive area for further expansion of these uses.

F. Health

Health is a major concern in Chinatown. The San Francisco Department of Public Health has indicated Chinatown's health needs are the greatest of all the city's areas.

The primary health problems in Chinatown are tuberculosis, mental health and dental care. More generally, the health status of youth and the elderly is a source of concern.

Like most large cities, San Francisco has a tuberculosis case rate higher than the national average -- over twice the national norm. Within Chinatown, however, the rate of incidence rises to five times the national figure. Though most minorities have a higher than average case rate, the Chinatown figure is still extremely high. This is in fact due to the fact that the area has attracted large numbers of immigrants from areas where tuberculosis prevalence is notoriously high. For cultural and economic reasons these persons tend to group in cheap, overcrowded housing which is conducive to the exacerbation and transmission of tuberculosis.

The second major problem area, mental health, is reflected in abnormally high suicide rates for Chinatown. This is a city-wide problem as well, though cultural factors related to the utilization of treatment facilities compounds the problem in Chinatown. Suicide rates for the city as a whole have been relatively stable at about 30 per 100,000 since 1960, or roughly three times the national average. On the

other hand, the rates in Chinatown show marked fluctuations around a slightly lower average for the same period. In the years immediately preceding 1960, the Chinatown rate ranged from 3 to 6 times the national rate.

Within the Chinese community three particularly high risk groups may be observed -- immigrants, the young and the aged. In each case, susceptibility to suicide is heightened by fears and perceptions of rejection, especially among the young, and inability to adjust in the elderly.

A number of social and cultural factors peculiar to the Chinese community make treatment of mental disturbance and, to a lesser extent, treatment of ailments in physical medicine, difficult. Many Chinese do not present themselves for treatment out of fear of treatment and fear of deportation as well as culturally induced denial of illness. Language barriers, inadequate local facilities and distance to major city-wide facilities compound difficulties in treatment. The sum of these factors produce an underuse of medical facilities generally. Lack of preventive medical attention in particular is a clearly observable result. Consequently, a sizable number of ailing Chinese seek medical help only when their symptoms become acute.

The dental care deficiencies are concentrated in the young, and within that group, among the immigrant young. It is not unusual for an immigrant teenager to have a dozen

damaged or decayed teeth. The problem is less severe among native born youth.

Medical services available within the area are fragmented and inadequate. Two small clinics serve the area--the private Telegraph Hill Neighborhood Association Clinic and the Northeast Clinic of the San Francisco Public Health Department. The services available at Telegraph Hill are extremely limited, as its staff doctors are volunteers on a part-time basis. The Northeast Clinic is housed in a sub-street level basement. This facility works primarily toward prevention and detection, referral and education. There is no provision for treating the sick except for those with tuberculosis, and patients requiring further attention of a physician are referred to other clinics.

Chinese Hospital is the major community inpatient facility. Constructed in 1925, its capacity is only 64 beds--far less than is needed to serve the community adequately and efficiently. Plans are now being developed for expansion on the same site.

G. Social Services

Chinatown's social service needs are substantial. Recent data indicate a rapid increase in categorical assistance case-loads (old age assistance, aid to families with dependent children) for the area. Over a seven-month period from August 1968 to March 1969, the case-load for the "expanded" Chinatown area rose 14 percent, whereas the comparable citywide increase was slightly under 8%.

The caseload for the "expanded" Chinatown area accounts for only 5.5 percent of the present city caseload total. Several factors peculiar to the Chinese community suggest that this figure, which represents those receiving aid, may understate Chinatown's social service needs. Lack of language skills is a barrier to knowledge of eligibility requirements and familiarity with procedures. Similarly, a general mistrust of government, stemming in large measure from fears of deportation and previous experiences with government elsewhere, hinders some persons from applying for aid. While these factors cannot be precisely quantified, they serve to indicate a probable underuse of social services in Chinatown due to language and cultural barriers.

A recent Economic Opportunity Council survey bears out this hypothesis. Of the Chinatown families surveyed, roughly 40 percent had incomes under \$4,000. The comparable city-wide figure was 21 percent. In contrast, Chinatown accounted for only 2 percent of the city's AFDC caseload, and only 1 percent of the general assistance caseload. Only in old age assistance caseloads did Chinatown exceed a city-wide average.

Chinatown's primary social service needs relate to three groups--the elderly, segments of the youth, and those households whose income and employment characteristics make them marginally eligible under present regulations. Of these groups, only the elderly are presently eligible for assistance; this category is presently the largest in the Chinatown caseload totals.

The youth present a special problem. Accompanying the increasing social ferment in Chinatown there has been an increase in youths expelled from their family households: Ostracism is a traditional form of social control in the Chinese community. As a consequence, an unknown number of Chinese teenagers are without family guidance. These are the multiproblem youth--school dropouts, marginally employable--whose discontent is becoming increasingly visible in the community.

Families whose income and employment characteristics make them marginally eligible for assistance form the third group presently in need of social services. Often both parents are employed, yet the total family income is still quite low. Under these circumstances, the need for income supplementation and child care services is evident, yet present eligibility requirements do not permit delivery of aid to these families.

The San Francisco Department of Social Services is attempting to alleviate the language and cultural obstacles to applying for aid through the use of bilingual social service workers, however, not enough bilingual workers are available to adequately serve the community.

NOTES

1. "Chinese" population in the text refers to the "other non-white" census category. In the census tracts covered in the report nearly all "other non-white" are Chinese.
2. Immigration and parolee estimates are drawn from an interview with Mr. C. W. Fullilove, Regional Director, U.S. Immigration and Naturalization Service. Both immigration and parolee estimates refer to persons declaring intent to reside in San Francisco.

The immigration estimates cited in this report are adapted from yearly USINS immigration statistics, in which new arrivals and legal status conversions to total immigrants in the United States totals was applied to the San Francisco immigration totals. The resulting figures, which represent a yearly estimate of immigrant new arrivals intending to reside in San Francisco, are presented in Table 6.

A similar apportionment procedure was employed to determine the total number of parolees entering and intending to reside in San Francisco.

TABLE 1

Number and Percent of Population by Race

	White		Negro		Other		Total	
	Number	%	Number	%	Number	%	Number	%
City	604,403	82	74,383	10	61,530	8	740,316	100
Core Area	838	9	26	.2	8,465	91	9,329	100
Residential Area	9,193	29	380	1	21,661	69	31,239	100
Expanded Area	26,922	49	411	1	27,758	50	55,091	100

Source: 1960 U.S. Census

TABLE 2

Number and Percent of Families by Income

Annual Income (1959)

	\$0-3999	\$4000-5999	\$6000-7999	\$8000-9999	\$10,000 & over	Total Families (100%)
City	21%	21%	21%	14%	23%	182,027
Core Area	41%	34%	12%	5%	8%	(100%) 1,613
Residential Area	24%	24%	20%	13%	19%	(100%) 4,291
Expanded Area	24%	24%	18%	13%	21%	(100%) 11,332

Source: 1960 U.S. Census

TABLE 3

Median Education of Persons 25 or More Years of Age

Years of School	City	Core Area	Residential	Expanded Area
0	3%	45%	24%	17%
8 Yrs. or Less	28%	25%	28%	26%
1-3 Yrs. High School	18%	8%	11%	12%
4 Yrs. High School	27%	11%	17%	20%
1-3 Yrs. College	13%	6%	11%	13%
4+ Yrs. College	11%	5%	9%	12%
Total 25 Yrs. of Age	491,732 (100%)	6,399 (100%)	21,326 (100%)	35,508 (100%)
Median	12 Yrs.	1.7 Yrs.	8.2 Yrs.	9.7 Yrs.

TABLE 4

Average Number of Persons Per Household*

City	2.4
Core Area	2.1
Residential Area	2.1
Expanded Area	2.1

* A Household is defined as those persons living in a single housing unit. Hence, a single person living in a hotel room is counted as a household.

TABLE 5

Population Density Per Net and Residential Acre

	<u>Net Acreage</u>	<u>Density Per Net Acreage</u>	<u>Residential Acreage</u>	<u>Density Per Residential Acreage</u>
City	22,601	32.8	9,037	81.9
Core Area	40	230.7	10	885.1*
Residential Area	224	147.4	88	355.5
Expanded Area	428	128.6	225	155.0

Source: 1961-64 Land Use Survey, San Francisco Department of City Planning

*This figure does not include secondary residential uses, which partially accounts for the extremely high density in the CORE area.

TABLE 6

Estimates of Chinese Immigrants and Parolees to San Francisco,
Fiscal Years 1960-1968

1960	440
1961	422
1962	268
1963	426
1964	273
1965	542
1966	1,113
1967	1,384
1968	1,124
<hr/>	
Total Immigrants, 1960-1968	5,992
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Total Parolees 1963-1966	2,230
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Total New Arrivals	8,222
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Source: Mr. C. W. Fullilove, Regional Director, U.S. Immigration and Naturalization Service.

TABLE 7

Employment Characteristics of Males and Females

MALES	Civilian Labor Force	Employed	Unemployed	Percent Unemployed
City	211,765	197,636	14,129	6.7%
Core Area	3,275	2,904	371	12.8%
Residential Area	10,781	9,767	1,014	9.4%
Expanded Area	18,374	16,915	1,459	7.9%

Source: 1960 U.S. Census

FEMALES	Labor Force	Percent Unemployed	Not in Labor Force	Percent Not in Labor Force
City	141,722	5%	161,730	53%
Core Area	1,624	7%	1,065	40%
Residential Area	5,717	5%	4,094	42%
Expanded Area	11,976	5%	8,805	42%

Source: 1960 U.S. Census

TABLE 8

Means of Transportation to Work

	All Workers	Car or Carpool	Railroad	Bus	Walk	Other	Work at Home	Not Reported
City	100%	39%	0%	37%	11%	1%	5%	7%
Core Area	100%	10%	0%	30%	52%	1%	4%	4%
Residential Area	100%	18%	0%	34%	37%	2%	3%	7%
Expanded Area	100%	22%	0%	36%	30%	2%	3%	8%

Source: 1960 U.S. Census

TABLE 9

Number and Percent of Housing Units by Tenure

	Total	Owner Occupied	Percent	Renter Occupied	Percent	Percent Other
City	310,559	102,182	33%	189,793	61%	6%
Core Area	4,988	157	3%	4,296	86%	11%
Residential Area	16,066	1,253	8%	13,033	81%	11%
Expanded Area	28,548	2,690	9%	23,420	82%	9%

Source: 1960 U.S. Census

TABLE 10

Number and Percent of Housing Units by Condition

	Total	% Sound with Plumbing	% sound less Plumbing	Percent Deterior- ated	Percent Dilapi- dated	Percent Sub- Standard
City	310,559	81%	9%	8%	2%	19%
Core Area	4,988	33%	40%	15%	12%	67%
Residential Area	16,066	49%	29%	18%	4%	51%
Expanded Area	28,548	65%	21%	12%	2%	35%

Source: 1960 Census

TABLE 11

Percent of Housing Units by Size

Rooms per Unit	City	Core Area	Residential Area	Expanded Area
1	14%	50%	40%	26%
2	13%	15%	12%	14%
3	16%	17%	18%	21%
4	17%	9%	15%	19%
5	22%	5%	9%	12%
6	12%	2%	4%	5%
7	4%	1%	1%	1%
8	2%	1%	1%	1%
Median No. of Rooms	4.0	1.5	2.3	2.9

Source: 1960 U.S. Census

TABLE 12

Percent of Housing Units by Bathroom Facilities

Bathrooms per Unit

	None or Shared	One	More than One
City	12%	76%	12%
Core Area	60%	39%	1%
Residential Area	46%	51%	3%
Expanded Area	30%	65%	5%

TABLE 13

Number and Percent of Housing Units by Rent

Gross Rent	City	Core Area	Residential Area	Expanded Area
\$19 or less	3.8%	24.6%	14.6%	9.5%
20 - 39	11.0%	27.8%	27.3%	18.5%
40 - 59	18.8%	23.2%	19.1%	17.7%
60 - 79	26.6%	12.4%	19.9%	23.3%
80 - 99	19.4%	7.9%	12.0%	16.2%
100 - 149	15.9%	2.2%	4.9%	9.5%
150 +	4.5%	1.9%	2.2%	5.3%
Total	189,834 (100%)	4,290 (100%)	13,034 (100%)	23,421 (100%)
Median	\$73.00	\$39.00	\$45.00	\$63.00

Source: 1960 U.S. Census

TABLE 14

Number of Persons per Room

Average No. of Persons/Room	City	Core Area	Residential	Expanded
0.50 or less	48.0%	21.2%	31.1%	43.4%
0.51 - 0.75	19.7%	8.9%	11.9%	14.6%
0.76 - 1.00	25.8%	53.3%	44.9%	33.4%
1.01 or more	6.5%	16.6%	12.1%	8.6%

Source: 1960 U.S. Census

TABLE 15

Percentage Distribution of Net Acreage by Use

Land Use	City	Core Area	Residential	Expanded
Residence	40.0%	26.2%	39.2%	52.5%
Commerce	6.6%	45.9%	33.1%	24.8%
Industry	6.5%	6.9%	10.3%	6.6%
Utility	4.2%	- -	0.1%	- -
Institution	1.9%	10.4%	3.1%	4.0%
Recreation	14.6%	4.7%	2.7%	3.6%
Public	16.1%	4.8%	4.4%	3.1%
Vacant	10.1%	1.0%	7.1%	5.4%
Total Net Acreage	22,601.5 (100%)	40.5 (100%)	224.1 (100%)	429.0 (100%)

Source: 1961-1964 Land Use Survey, San Francisco Department of City Planning

TABLE 16

Land Ownership in the Core Chinatown Area

<u>Ownership</u>	<u>Percent</u>
Chinese Individuals or Businesses	40.9%
Chinese Associations	25.1%
Non-Chinese	20.8%
Parks and Playgrounds	7.2%
Churches	6.7%
City	0.3%

Source: 1964 San Francisco Realty Index

